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SPECIAL COMMITTEE ON RETURNED SOLDIERS.

Preliminary and second report of the  
Special Committee of the House of  
Commons of Canada on the care and  
treatment of Returned Soldiers, 1917.

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## PRELIMINARY AND SECOND REPORT

OF THE

## SPECIAL COMMITTEE OF THE HOUSE OF COMMONS OF CANADA

ON THE

## CARE AND TREATMENT OF RETURNED SOLDIERS

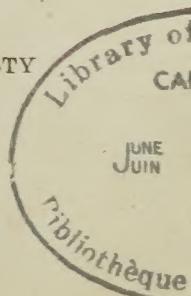
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OTTAWA

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REPORT OF THE COMMITTEE

REPORT OF THE SPECIAL COMMITTEE OF THE HOUSE OF COMMONS  
OF CANADA ON THE CARE AND TREATMENT OF RETURNED  
SOLDIERS, 1917.

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ORDER OF REFERENCE.

HOUSE OF COMMONS,

OTTAWA, February 7, 1917.

Resolved,—That the following members, namely, Sir Herbert Ames, and Messieurs: Bennett (Calgary), Marcil (Bonaventure), Middlebro, Murphy, McCurdy, Pardee, Ross and Sutherland, be appointed a Committee for the purpose of considering, inquiring into and reporting upon:—

(a) The reception, treatment, care, training and re-education of the wounded, disabled and convalescent who have served in the Canadian Expeditionary Forces.

(b) The provision of employment for those who have been honourably discharged from the Canadian Expeditionary Forces, and the training and re-education of those so discharged who are unable to engage in their former occupation.

Attest.

THOS. B. FLINT,

*Clerk of the House.*



## SPECIAL COMMITTEE OF THE HOUSE OF COMMONS ON RETURNED SOLDIERS.

HOUSE OF COMMONS,

OTTAWA, Wednesday, 25th April, 1917.

The Special Committee, appointed to consider, inquire into and report upon the reception, treatment, care, training and re-education of the wounded, disabled and convalescent returned soldiers of the Canadian Expeditionary Forces, in accordance with a Resolution adopted by the Committee, beg to present to the House the following

### PRELIMINARY REPORT:

Your Committee, pursuant to the Resolution passed by the House on Wednesday, 7th February last, appointing Nine Members to constitute the Committee, met on the said 7th February, when the following Members, namely, Sir Herbert Ames, Hon. Chas. Marcil, Hon. F. B. McCurdy, Mr. W. S. Middlebro, Mr. F. F. Pardee, Mr. Duncan C. Ross, and Mr. Donald Sutherland were present, and elected Sir Herbert Ames as Chairman of the Committee. The Committee at once proceeded to consider what information could be secured regarding existing agencies of assistance given to disabled returned soldiers and instructed the Clerk of the Committee to request the attendance of certain gentlemen of the Military Hospitals Commission, and of the Militia Department to appear and give evidence before the Committee.

On Thursday, 22nd February, when your Committee again met, the Chairman's attention was directed to what the Members of the Committee considered a technical difficulty. Your Committee had not been given power to send for persons and papers, to report from time to time, to adjourn from place to place, to print for the use of the Committee the evidence taken, nor could it ask leave to do so owing to the extending adjournment of the House. Obviously, there was but one course to follow in order to conform strictly to the Rule. All Nine Members present considered that the Inquiry was urgent and that it was the undoubted desire of the House that the Committee should hold immediate sessions. Your Committee thereupon resolved to proceed with the Inquiry as if it had been granted leave by the House to send for persons and papers, to report from time to time, to adjourn from place to place, and to print for the use of the Committee the evidence taken. Notwithstanding this, your Committee, during the adjournment has held ten business sessions at which important testimony was given, and statements and papers were submitted by representatives of Returned Soldiers' Associations, Provincial Soldiers' Aid Commissions, Military Hospitals, Convalescent Homes and Benevolent Societies from every province of the Dominion. Four sessions were held in Ottawa, two in Montreal, and four in Toronto. The Inquiry in respect to the first matter of reference is almost terminated so far as the hearing of evidence is concerned, and your Committee will be able to present to the House an Interim Report in the course of three or four weeks.

Your Committee therefore recommends to the House the desirability of ratifying the action of the Committee in having proceeded with the Inquiry as if the House had granted to the Committee, at the time of its appointment, the various powers and authorities above mentioned, and the Committee further recommends that such powers and authorities be granted for the future work of the Committee, and in addition thereto, that the Committee be empowered to sit while the House is in Session. (See also Votes and Proceedings, pp. 233-234.)

HOUSE OF COMMONS OF CANADA,

TUESDAY, 17th July, 1917.

The Special Committee, appointed to consider, inquire into and report upon the reception, treatment, care, training and re-education of the wounded, disabled and convalescent returned soldiers of the Canadian Expeditionary Forces, in accordance with a resolution adopted by the Committee on Friday, 13th July, beg leave to present to the House the following as their

### SECOND REPORT:

In any measures dealing with returned men, it must be borne in mind that the Canadian Expeditionary Force is not made up of professional soldiers, but is almost entirely composed of citizens, who, at the outbreak of the war were engaged in their ordinary peaceful avocations, and who, when they are discharged, will expect and desire to return to a normal life.

Canadians can never forget the magnificent services rendered by these men in the defence of our very existence but it would be impossible for the State to calculate in terms of dollars the value of their services, or cancel by money grant its obligation to its brave defenders. Their chief reward must ever be the approval of their consciences, and the undying gratitude of their fellowmen.

But in the opinion of your Committee, the State owes to each of her citizen-soldiers on his return to Canada at least two things:—

(a) Restoration to fitness, as far as may be possible, if by reason of service, efficiency has been impaired, and—

(b) Preferential opportunity whereby the returned soldier may, by his industry, be assured of a comfortable living.

A new country like Canada with vast unexplored natural resources, which we all believe will be developed after the termination of this Great War, contains countless opportunities for ambitious men to win their way, and in so far as the State is able so to do, the first call upon these opportunities should be placed at the disposal of those men, who, in the hour of peril were willing to jeopardize their lives for our common defence.

It is then with these principles in view that the Committee of Parliament, appointed to examine into and report upon the care and treatment of returned men, submits the evidence taken before it and lays before the House certain recommendations based upon the study of the facts as presented by the various witnesses examined.

### CLASSIFICATION.

Returning men may be divided into two classes:—

(1) Those who have suffered from wounds or illness and are being from time to time sent back to Canada:

(a) For immediate discharge as permanently unfit for further military service.

(b) For further medical treatment.

(2) Those who though not impaired in efficiency are given their discharge.

The first of these classes is largely composed of disabled soldiers who, at the present time, are returning at the rate of from 1,500 to 2,000 per month. They form our immediate problem.

The second of these classes are the fit men, who, for the most part, will not return until the war is over but whose distribution and absorption into the civil life of Canada will constitute the general problem of demobilization.

## SCOPE OF INVESTIGATION.

Your Committee has very thoroughly investigated the matter of the care and treatment at present being given to wounded soldiers, but has not, as yet, given any exhaustive study to the problem attendant upon demobilization and "liquidation of the war."

## WOUNDED MEN.

It has been the policy of the Military authorities to treat in hospitals overseas the great majority of the active cases and to send back to Canada only convalescents and such as require at least six months of further medical treatment before they may again become fit.

These men are being returned on Hospital Ships, specially fitted for the care of the sick and wounded. In summer they are (save those whose ultimate destination in the Maritime Provinces) landed at Quebec, in winter at Halifax or St. John. The main discharge depot, or distribution point is at Quebec. When a shipment of wounded men reaches Canada, they are disembarked and classified as follows:—

(a) Men for immediate discharge—unfit for further overseas service but capable of resuming their previous civil occupation. (These men, having suffered no disability as a result of active service are not eligible for pension.)

(b) Men whose condition may be benefited by further medical treatment, and—

(c) Men with permanent disability already established, whose condition cannot be improved by further treatment, and whose cases should come without delay before the Board of Pension Commissioners for consideration and settlement.

Disposition is made of these classes in the following manner:—

Class (a) Men for immediate discharge without pension are returned to the Military district from which they originated and discharged. The account of the State with them is closed when they have found suitable employment.

Class (b) Men whose condition may be benefited by further medical treatment, being the subject of the major portion of this Inquiry, may be, for the moment, passed over and consideration in respect of them resumed later.

Class (c) Men who have suffered by reason of wounds or disease, their disability being the result of military service or aggravated thereby. They cannot, it is presumed, be benefited by further hospital treatment. As soon as possible after their arrival they are examined by the Medical Board at discharged depot. The Medical history and other documents of each case, together with the report of the Medical Board at the discharge depot are forwarded to Ottawa and the Pensions Board proceeds forthwith to adjudicate upon the matter of pension. Meanwhile, the disabled soldier is permitted to return to his home, if he has one, remaining on full pay and allowances until his pension has been determined and his first monthly pension cheque forwarded to him. His discharge dates from the day before his pension begins. For the purpose of enabling discharged soldiers to maintain themselves until they have secured employment in civil life, a bonus equivalent to three months full pay allowances from the date of discharge is granted where the soldier has been at least six months in the service and has gone overseas. Members of the Civil Service, however, returning to positions formerly held by them, are not eligible for this bonus. (See Order in Council C.O.N.C. 1091 and 1362.)

## TREATMENT OF THE CONVALESCENT SOLDIER IN CANADA.

Class (b) Returning to the subject of the treatment of men whose condition after their return to Canada it is thought may be improved by further medical treatment, this matter naturally falls under four heads:—

1. Medical care and the work of the Military Hospitals Commission.
2. Vocational training and re-education.
3. Provincial co-operation in securing employment, and—
4. Pay and allowance.

#### 1. MEDICAL CARE AND THE WORK OF THE MILITARY HOSPITALS COMMISSION.

The evidence indicates that up to the 31st day of March, 1917, the Military Hospitals Commission dealt with 13,826 enlisted men, who had returned to Canada:—2,609 in 1915; 6,629 in 1916; and 4,588 in the three months of the present year. Of the 13,826 returned men, 2,891 were entitled to immediate discharge without pension, being either unfit for overseas service and able to take up their previous civilian occupations, or suffering from disabilities not the result of service, and involving no claim as a result of, or aggravated by the result of, military service. 9,124 were men whose condition would be benefited by further medical treatment or rest in convalescent homes, hospitals or sanatoria. 3,514 were suffering from wounds; 670 were affected with tuberculosis; 180 were insane; 9 were totally blind; and 177 suffered from major amputations. The degree of disability of the 13,826 men is fixed by the medical board at the port of disembarkation as follows:—

Up to 25 per cent disability .....	7,418
From 26 to 50 per cent.....	2,923
From 51 to 75 per cent .....	927
From 76 to 100 per cent.....	1,975

There is no record of 583 cases.

The necessity for making special provision for the suitable accommodation and medical care and attention of returned soldiers is therefore apparent, not only for those requiring ordinary medical treatment, but also for those who are blind or insane, or have suffered from amputations.

In the early months of the war, active or bed cases were not returned to Canada, but in the month of November, 1916, Sir George Perley cabled the Military Hospitals Commission indicating that there was urgent necessity for provision being made in Canada to take care of such cases. He indicated that there were 300 men then boarded and ready to proceed to Canada, all ambulatory cases and permanently unfit for further service, at the same time estimating that there were 3,000 patients in England who could be disposed of in that way, thus relieving the hospital congestion there. Some public misunderstanding arose at one time; the 300 boarded men were confused with the 3,000 who might ultimately be returned to Canada. Provision was at once made by the Military Hospitals Commission to care for the bed cases; and since the beginning of the year, they have been steadily returning to Canada for treatment.

The evidence indicates that all returned men received excellent care and attention in the hospitals in Great Britain, and that, while accommodation for the transport of bed patients across the Atlantic was at first indifferent, it has steadily improved, and properly equipped hospital ships are now available for the transportation of such men to Canada, and suitably equipped hospital trains have been provided by the railways to forward them to the hospitals and homes selected for their accommodation.

Suitable accommodation with proper medical care and attention and adequate hospital facilities have been provided for the returned men when they disembark at St. John, Halifax and Quebec. A certain number of returned men suffer on arrival from contagious and infectious diseases. In this regard, it may be noted that tubercular patients have received special attention. While there is a disposition on the part of some of the men to decline treatment and return to civil life before they are cured, or at least placed in a condition where nature may effect a cure, every effort

should be used to induce the men to remain under treatment at suitable sanatoria until in the opinion of the medical authorities their condition warrants their discharge.

The only effort on any appreciable scale that has been made thus far to supply artificial limbs to returned men is at Toronto. The facilities are inadequate, and the testimony of competent witnesses indicates that the Government should undertake the establishing of suitable factories for the manufacture of artificial limbs, thereby giving employment to returned men who would specialize in the production and repair of artificial limbs, at the same time being able not only to support themselves, but to render a very great and useful service to their comrades.

#### CARE OF THE INSANE.

The care of the insane involves considerations of the utmost importance. At one time it was thought advisable to establish independent homes for the care of returned soldiers whose minds had been impaired in service. But it is apparent that if the best possible treatment is to be secured it can only be given by those who are specialists; and having regard to the excellent asylums that have been established in the various provinces throughout Canada, your Committee is of opinion that returned insane soldiers should be cared for in provincial asylums at the expense of the Federal Government.

Shell-shock and borderland cases, however, should be cared for in homes established by the Military Hospitals Commission. Such a home is now being organized at Cobourg.

#### RE-EDUCATION OF THE BLIND.

The re-education of the blind is a matter that in the opinion of the Committee can best be carried on through existing institutions or schools, and your Committee recommends that all men who are blind, and who have not been re-educated in England, should be given treatment in the existing institutions at the expense of the Federal Government.

#### CARE OF MEN SUFFERING FROM WOUNDS.

The medical care of those suffering from wounds and general, rather than special, disability, has in the main been satisfactory. The hospitals have steadily improved in character. When the first demand was made for accommodation it was necessary to take over and equip many buildings that were only reasonably suitable for hospital purposes; but better accommodation has now been provided, and your Committee believes that the provision now made is ample for the present and immediately prospective demands in this connection.

These hospitals are provided and maintained by the Military Hospitals Commission, and are administered through an organization known as the Military Hospitals Commission Command, which is a unit of the Canadian Expeditionary Force and is staffed by officers and men of the Canadian Expeditionary Force who are appointed and promoted through the Department of Militia and Defence. To the Military Hospitals Commission Command are transferred immediately upon arrival in Canada all officers and soldiers who are returned from overseas for discharge as permanently unfit, or for further medical treatment. In the latter category are included soldiers who, after the requisite period of treatment in Canada, may again become fit to be returned to active military duty in an exactly similar manner as soldiers are returned to duty from hospitals in England and France.

There is in each military district throughout Canada a section or unit of the Military Hospitals Commission Command which covers the same area as the Military District within which it is organized, and such section or unit is in command of an officer who is responsible to the Commanding Officer of the District in which the unit exists. Such unit or section may consist of a number of hospitals each of which is

commanded by an officer, preference being given to such as have returned from the front and are unfit for further military service overseas. Discipline is maintained in these hospitals in the same manner as with similar Canadian institutions in England and France. The personnel of the Military Hospitals Commission Command is administered by an officer at Ottawa who reports to the Adjutant-General of the Department of Militia and Defence.

The medical treatment of the returned soldiers is officially under that branch of the Canadian Army Medical Corps known as the Directorate of Medical Services-Invalids, which under existing arrangements is responsible for the health and medical treatment of the soldier from the time he enlists in Canada, including any necessary hospital treatment in Canada, up to and including the time he is wounded or becomes ill in service on the field and through all the various subsequent stages of hospital treatment in France and England, and on the hospital ships across the Atlantic until his final return to Canada. The medical services in connection with the hospitals and homes administered by the Military Hospitals Commission Command in Canada are chiefly provided by the Canadian Army Medical Corps, which also provides the personnel of those military medical boards which are required to examine each soldier prior to his final discharge for the purpose of determining his fitness for discharge and his pensionability if any.

Your Committee, in hearing evidence regarding the care and treatment of wounded men returning to Canada, have found among the witnesses a distinct difference of opinion. On the one hand there is the view entertained by the Military authorities, and those connected with the Militia establishment, in effect that, as the returned men are still soldiers until their final discharge, their medical care and treatment and the administration of the institutions in which they are placed should be provided and controlled by the Canadian Army Medical Service. On the other hand there is what may be called the civilian point of view, which favours the emphasis being placed upon the fact that the returned soldier must be refitted for civilian life, and that therefore his treatment and care should be primarily with this end in view.

Owing to the fact that to a certain extent both of these opinions are recognized, and the existing machinery combines to a certain degree both contentions, the result is that there is dual control. Neither the Military Hospitals Commission nor the officer in charge of the Casualty Command has any real or effective control over the medical officers of the hospitals. The result is, to a certain extent, divided responsibility, and consequent lack of efficiency.

Your Committee, while agreed that this dual control is objectionable, has been unable to unanimously recommend that the care and treatment of returned soldiers should be placed entirely in either military or in civilian hands. Briefly stated, the contending views are as follows:—

#### THE POSITION OF THE MILITARY AUTHORITIES.

Continuity of the treatment of the soldier by medical officers who are acquainted with his medical history from the time he is wounded in the field and with the military conditions of his service, must be maintained; and the chain of responsibility throughout, kept unbroken. Any system which would provide for another medical service existing side by side with the C.A.M.C., the organization of which is complete in each Military District in Canada, would institute a system of dual control and divided responsibility in the medical treatment of soldiers which would not but lead to inefficiency and confusion. To have a different medical service for the treatment of invalided soldiers who have returned to Canada from overseas, and of invalided soldiers who had not then left Canada (of which latter class, 59,000 cases were admitted to hospital prior to going overseas during the first ten months of the year 1916) would mean an extravagant and unnecessary overlapping of functions, and would lead to a most unfortunate form of dual control in dealing with soldiers generally.

In view of the rapidly increasing importance of the returned invalided soldier problem, the Military authorities are of opinion that the recent creation in the Department of Militia and Defence of a "Directorate of Medical Services-Invalids," and the appointment thereto of an officer of high standing in the medical profession, who has seen long service at the front and who will have special supervision over this branch of the Army Medical Service, will result most beneficially in ensuring thorough and sympathetic care and adequate medical treatment of the returned invalided soldier. The "Director of Medical Services-Invalids" would assume full responsibility in connection with the administration of the medical service in the Units of the Military Hospitals Commission Command and by close co-ordination of effort as between the medical services overseas and in Canada a progressive continuity of treatment will be maintained.

A considerable proportion of men returned to Canada for convalescence, or further medical treatment, will eventually become fit for some form of military service, and it is the intention of the military authorities to use these men in instructional and other capacities in Canada.

With regard to those who will be discharged at the completion of their period of treatment as permanently unfit for further military service, every effort would be made to assist them to return to civil life, and to this end the fullest co-operation by all civilian organizations designed for this purpose would be invited and welcomed, as would any assistance that might be rendered by any information or complaint bureaux established to look after the interests of returned soldiers or their dependents.

#### THE ALTERNATIVE OR CIVILIAN PROPOSITION.

This may be stated as follows: -

In dealing with the question of the enlisted soldier the end immediately in view must be borne in mind. All agencies brought to bear upon the citizen-recruit have but one object, namely, to ultimately place a trained, disciplined fighting man on the firing line. It is therefore unquestionably admitted that the preparation of the soldier for active service should be in the hands of experienced military men.

When, however, the citizen-soldier has become unfitted for further military service, or when the need no longer exists, it is desirable that he be returned to civil life with the least possible friction or delay. His goal now is a normal civil life, and all measures taken on his behalf should be with the purpose of making him once again a producer and a self-supporting citizen. It is, therefore, reasonable to assume that his restoration to civilian status is an undertaking likely to be best accomplished under civilian guidance. That is to say, as men of military experience are judged most capable of making soldiers out of civilians, so men of civil experience may rightly be regarded as best adapted for remaking civilians out of returned soldiers.

Since the stream of men has commenced to return and the problem of the disabled soldier has become urgent, a number of bodies, governmental and voluntary, have been created to deal with the different phases of this problem. To a considerable degree these agencies overlap, are loosely related to each other, are responsible to different departments, or are a law unto themselves. The consequence is more or less confusion, with attendant lack of success, in so far as the returned soldier is concerned, in securing the best results.

It is therefore maintained by those who do not hold what may be called the military view of the situation, that greater centralization of control might be secured by the creation of a new governmental department, or sub-department, under a civilian Minister of the Crown, directly charged with responsibility for all measures dealing with the returned soldier, such as:

1. In respect of wounded and disabled men:—

- (a) Hospital care and treatment,
- (b) Functional restoration and artificial limbs,
- (c) Vocational training and re-education,
- (d) Casualties' pay and allowances in Canada,
- (e) Soldiers' homes,
- (f) Co-operation with provincial employment bureaux,
- (g) Any relief or disablement fund which may be found necessary.

2. In respect of fit men:—

Co-operation with the Military authorities, with Provincial Governments and other agencies upon all matters affecting their return to civil life.

3. Supervision of voluntary organizations of and on behalf of returned soldiers.

The governmental department herein above described might be continued during the war and until the end of the Session of Parliament held next after the war, or if Parliament is sitting when the war ends, then until the end of such Session of Parliament. It is further suggested by the same authorities that an office of the Returned Soldiers' Department be opened within each Military District in Canada, which may serve as an information bureau and clearing house in respect of all questions which may arise concerning the treatment and care of returned soldiers; that the funds required for the successful operation of all the activities under the Returned Soldiers' Department, and relief work which may from time to time become necessary, be defrayed out of the federal treasury; that all appeals and collections for patriotic purposes, soldiers' relief, and similar objects, be controlled by the Returned Soldiers' Department, and that unauthorized collections be prohibited by law.

Your Committee, unable to reconcile these two divergent views in such a manner as to secure agreement, is reluctantly compelled to leave the question of the control of the agencies for the care and treatment of returned soldiers without a recommendation on its part, having endeavoured in the previous paragraphs to state, with fairness to both contentions, the arguments in support of each view.

2. VOCATIONAL TRAINING AND RE-EDUCATION UNDER THE MILITARY HOSPITALS COMMISSION

The matter of vocational training and the re-education of returned soldiers has been taken up with great attention to detail by the Hospitals Commission. The whole subject has been placed under the charge of Mr. T. B. Kidner, formerly at the head of Technical Training in the schools of Calgary, who also had experience in similar institutions in England, Nova Scotia and New Brunswick. He has chosen to assist him in the various Districts of Canada competent educational officials who have also been men of wide experience and some of whom are devoting their whole time to this work. Mr. Kidner has studied the experience of France and Britain and has improved upon their methods inasmuch as he has systematized under one authority all this work, which has been done in these other countries by various unconnected, inexperienced and unco-ordinated though patriotic, organizations. This has led to uniformity and an absence of overlapping in the work here, and, although the work of the Commission in this field has been of short duration, the progress attending it has been such as commends itself to this Committee.

The Commission apparently has three objects in view in their system of training and re-education. In the first place, they have learned that the life of idleness usually prevailing in a convalescent home for soldiers has a bad influence upon the inmates, both physically and morally, and they are, therefore, giving them vocational training, not only to make the men better physically, but also in order to keep them occupied and out of mischief, and for the further reason that it has a great therapeutic value and assists the men materially in their recovery. Their second object is to improve the men's elementary education, and, in addition, to make them more competent to carry

on the occupations in which they have been engaged. The third object is, in case a man is not able to carry on his previous occupation, to re-educate him in some other occupation for which he is fit, so that he will not become a burden to society.

Since this work has been begun, and up to the middle of January of this year, vocational training during convalescence has been given to—

538	patients in Quebec.
141	" the Maritime Provinces.
348	" Ontario.
105	" Manitoba.
101	" Saskatchewan.
122	" Alberta.
148	" British Columbia.

The Commission in pursuing this policy, has, as far as possible, attached to every convalescent home, a staff of competent teachers for the purpose of carrying on this work, and has even, where the same is advisable, built special vocational instruction buildings as additions to the convalescent homes. At the Mowat Sanitarium, Kingston, and the Mountain Sanitarium, Hamilton, excellent buildings for vocational training have been completed, and since the meetings of this Committee began, buildings are being erected at North Toronto (Military Orthopaedic Hospital), Halifax, N.S., Camp Hill Hospital), Esquimalt and Resthaven Hospitals, B.C. At Winnipeg, at the old Agricultural College, the machinery hall, 100 feet square and three stories high, will be devoted entirely to vocational training and the re-education of the seriously disabled men. Plans are also made for vocational buildings at other centres.

In the early stages of this work, the Commission was confronted by the reluctance of the soldiers to receive vocational training on account of the fear they entertained that if their earning power was thereby increased, their pensions would be decreased. As a result of this experience which was duplicated by the experience of Britain and France, an Order in Council was passed, very fittingly, declaring that the pensions of returned soldiers would not be decreased on account of their increased capacity to earn through their vocational training.

The range of vocational training and re-education adopted by the Commission has been very wide indeed, extending to such subjects as, woodworking, shoe-making, ardening, poultry-raising, farming, motor-mechanics, massage, telegraphy, book-keeping, basket-making, sign-painting, typewriting, shorthand, mechanical drawing and other occupations, full details in regard to which can be found from page 84 to page 160 in Volume II of the evidence taken before the Committee.

Fortunately, so far, very few blind soldiers have returned to Canada, and those who have come back have been educated in the work of massage and typewriting, and have shown great progress in those occupations.

The teachers employed in the various convalescent homes, except in the province of Ontario, are employed directly by the Commission. In that province for constitutional reasons put forward by the Provincial Government, teachers have been employed by the Provincial Soldiers' Aid Commission, but subject to the approval of the Hospitals Commission.

It is only fair to say that a considerable amount of voluntary assistance in eaching in the various schools has been given by patriotic persons, and that the Commission has adopted the policy of using the returned soldiers who showed proficiency in various lines of education as instructors in their institutions, and remunerating them therefor.

The policy adopted in regard to vocational training is to allow the convalescent to some extent to choose the occupation in which he shall receive training, guided of course, by the officials of the Commission. For the purpose of deciding general questions as to the most suitable training to be provided in a locality, the Commission asked the Provincial Commissions to appoint an Advisory Committee on Training. (See page 3, Bulletin No. 2, M.H.C.) These Advisory Committees usually include:—

- (1) Some person acquainted with the processes of education.
- (2) An agricultural educationalist.
- (3) An employer.
- (4) A labour representative.

The procedure adopted to determine whether or not a man is eligible for re-education is as follows:—

Each man who, from his medical record, appears likely to be unable to follow his previous occupation, is specially examined by a small Board known as a "Disabled Soldiers' Training Board," composed of three persons, namely:—

- (a) The District Vocational Officer;
- (b) The Medical Officer in charge of Unit; and
- (c) A member of the Provincial Advisory Committee on Training.

The findings of the Board are transmitted to the Head Office of the Commission, and if approved, the Vocational Officer is notified to arrange for the training of the men in some suitable institution or private establishment.

The question as to what new occupation a disabled man may be trained for is clearly, first of all, a medical one. But it is a question for a technical specialist or "Vocational Counsellor;" a man well versed in a knowledge of the methods of various industries and of the training necessary for those who desire to pursue them. But further, and this is an important consideration; it is an economic question, touching the law of supply and demand. While there are a number of occupations for which it is not difficult to train men, it does not follow that employment can readily be obtained in them. Last, by no means least, the man's own wishes and desires for his future must be consulted.

The question, therefore, is an individual one, and every case is investigated separately. The decision as to the occupation for which an opportunity of being trained is to be offered a man, is made in the light of the medical, training, economic and personal factors of his case, but an endeavour is always made to have him take up some work in which his former training will not be wasted, and some form of employment also in which there is active demand for workmen. For instance, supposing a man had been a painter, but on account of shell-shock was unable to continue in that occupation because of vertigo, he would be re-educated so as to make him a sign-painter.

Twelve thousand men had by the middle of January passed through the hands of the Hospitals Commission, and of this number in the neighbourhood of fifteen hundred had received vocational training and had passed into civil life, and many have by letters acknowledged the advantages they had received from the education given by the Commission. This work of re-education was only begun by the Commission at the end of June, 1916, but at the end of February, 1917, one hundred and eight cases were undergoing re-education. Some twelve cases had concluded their courses very successfully, but the number is probably too small to found any definite conclusion upon. The question arises as to what extent re-education should be undertaken by the Commission, because the process may be long and may be very expensive to the State, and is possible of abuse on account of insincerity of those undertaking it in some cases. A further question arises as to whether it would be wise for the Commission, after the discharge of a soldier who has then not been able to get along in life, to re-enlist or enroll this soldier for the purpose of re-education in some occupation in which it might be possible that he might succeed.

The question of increasing the subsistence allowance to men undergoing re-education was also considered but your Committee has been informed that by Order in Council, No. 976, dated April 12, 1917, the rate of pay for subsistence of men living out during re-education has been raised from sixty cents to one dollar per day, which would seem to meet the case. The same Order in Council also widened the scope of the

definition of "dependents" of men undergoing re-education, in a satisfactory way. Under the Order in Council (copy attached) a scale of payments for men undergoing re-education, and for their dependents, is provided.

Payments under these regulations are continued for one month after the completion of vocational training, whether the man has secured employment or not.

### 3. PROVINCIAL CO-OPERATION IN SECURING EMPLOYMENT.

At present the question of securing employment for the returned soldier is left largely in the hands of the various Provincial Soldiers' Aid Commissions.

In Ontario, by the Soldiers' Aid Commission, of which the Hon. W. D. McPherson, Provincial Secretary, is Chairman.

In Quebec, by the Soldiers' Employment Bureau, of which the Hon. Geo. A. Simard is Chairman.

In Nova Scotia, by the Returned Soldiers' Employment Committee, of which the Hon. R. M. McGregor is Chairman.

In New Brunswick, by the Returned Soldiers' Aid Commission, of which Mr. Thos. S. Bell is Chairman.

In Prince Edward Island, by the Returned Soldiers' Committee, of which the Hon. J. A. Mathieson is Chairman.

In Manitoba, by the Provincial Returned Soldiers' Commission, of which Sir Daniel McMillan, K.C.M.G., is Chairman.

In Saskatchewan, by the Returned Soldiers' Employment Commission, of which the Hon. Mr. Justice Elwood is Chairman.

In Alberta, by the Provincial Central Committee of the Military Hospitals Commission, of which Mr. Howard Stutchbury is Secretary.

In British Columbia, by the Returned Soldiers' Commission, of which Dr. H. E. Young, Victoria, B.C., is Chairman.

These provincial bodies were created as a result of the Inter-provincial Conferences with the Military Hospitals Commission, held in Ottawa, on the 19th and 20th October, 1915, at which it was agreed *inter-alia*:

"That each province should assume the responsibility of finding employment for discharged soldiers, who, upon their return to Canada, are physically or otherwise fit to assume such employment, and all expenditures necessary in undertaking this duty are borne by the Province."

At this Conference, however, it seems to have been made plain that the question of finding employment for the physically fit returned soldier concerned only the problems which were those pressing for the moment, and not the provision of securing employment for the whole forces on demobilization.

Up to the present time the various Provincial bodies above enumerated have, through their branches in the several Provinces, assumed the responsibility of providing employment for the returned soldier, and the evidence given before your Committee satisfies it that they have found employment for all returned soldiers desiring such, and within a reasonable time from their application therefor.

Of those members of the Canadian Expeditionary Forces, who have returned from overseas and sought re-employment through the above agencies, only a small percentage have expressed a desire to follow an agricultural occupation; this would appear to be partly due to the fact that those who have already returned are mostly members of the earlier divisions enlisted, and consequently were composed to a large extent of the urban population of Canada. It is probable, however, that a larger percentage of those returning in future will express a desire to go upon the land, and your Committee would recommend that all reasonable efforts be made to have returned soldiers take up farming, or market gardening, as an occupation, where there is a reasonable probability

of them making it a success. As the land settlement question is now before the House, and much legislation has been passed by the various provinces, it is not deemed advisable by this Committee to go further into this question, than to submit the evidence taken thereon.

Under Order in Council (P.C. No. 2758) it is provided that in all appointments to the Government Civil Service, preference be given to returned members of the Canadian Expeditionary Forces, especially those who, through disability occasioned by active military service, are unable to follow their previous occupation; such appointments to be subject to the provisions of the Civil Service Act, and to be made with regard to the qualifications of the applicant.

By further Orders in Council, it is provided that no person shall be appointed to the Civil Service unless he is under or over military age, or presents evidence that he has offered himself for enlistment, and has been refused as unfit.

Your Committee finds that returned soldiers are being given preference in accordance with the above provisions in all appointments to the Civil Service, and in other appointments by the various Departments.

Upon the evidence adduced before your Committee, it appears that where a soldier is a civil servant at the time of his enlistment, there is no provision that his time spent on active service should count as though he had been granted leave of absence.

Your Committee is of opinion, that the Pension scheme wisely determines the amount of pension on a basis of injury received, without regard to subsequently acquired earning capacity, so that the pensioner is thus encouraged to make himself more efficient, physically and economically, knowing that his pension will not be decreased thereby.

Much evidence was given before your Committee respecting the problem of providing employment for the whole forces upon demobilization, and returning them to civil life.

#### NATIONAL SERVICE BOARD.

Mr. Charles W. Peterson, of the National Service Board of Canada, gave evidence before your Committee, and the following is a short summary of the work performed by that Board, with a view of preparing for the return of the soldiers to civil life:—

The work of the National Service Board in regard to obtaining information relating to demobilization, comprises the following:—

*Mailing list of Employers.*—The first step taken was to prepare a comprehensive mailing list of employers throughout Canada, and to reduce it to card-index form. The Census Bureau was able to give us access to a list that included contract operations, hand-trades and establishments conducted under the factory system. To this list has been added mining, banks, transportation, insurance, express, cartage and transfer concerns, so that our mailing list when completed will cover practically all employers excepting retailers, brokers, agricultural and professional.

*Occupational Survey.*—In February last a questionnaire was issued to all employers of labour throughout Canada, with a view to obtaining information as to conditions of employment in the various industries, classified according to occupations. Amongst the questions was one in which employers were asked to give their closest estimates of the number of workers that would be required in each class within six months after the end of the war. Other questions referred to prospective employment of men with physical disabilities, such as loss of a leg, an arm, or an eye, or defective hearing; and as to the extent to which returned soldiers could be substituted for present women workers after the war.

*Co-operation of Boards of Trade.*—In March, a letter was written to the Secretary of each Board of Trade asking for the appointment of a Committee to consider the following questions:—

1. “The absorption into business and industrial life of some half a million men at present under arms.”
2. “Re-adjustment of the occupations of an enormous number of men and women now employed in the manufacture of munitions.”
3. “New employment for women now temporarily occupying the positions of men serving overseas.”
4. “The large immigration to be expected after the declaration of peace.”

The Boards of Trade were asked to send reports embodying their suggestions and recommendations on the above points, and a further letter is now being sent to them outlining some of the special problems likely to arise on demobilization, so as to assist them in formulating their suggestions.

*Seasons of Unemployment.*—In April, a letter was issued to Trades Unions Officials with a view to ascertaining what periods of the calendar year were the most favourable, and least favourable, from an employment point of view, in each trade throughout the various provinces of Canada. This information was asked so as to avoid, if possible, the mustering out from military service of men in the various trades at a time when the demand for that class of labour might be at a low ebb in his province.

*Co-operation of Provincial Organizations.*—Through the Directors of National Service in each District, information is being gathered as to the nature and scope of the organizations created in the different provinces for providing employment for returned soldiers. Particulars are being obtained as to the activities of the Soldiers’ Employment Commissions and similar bodies in each province, with the object of co-ordinating their efforts when demobilization comes.

*Card issued to Canadian Overseas Forces.*—A card is now being distributed through the Overseas Department of Militia and Defence, to be filled out by all officers and men on active service overseas. There are eighteen questions on this card, and information is sought particularly on the following points:—

- (a) “Trade or profession and name and address of last employer.”
- (b) “Whether the soldier’s old position is open for him on his return to Canada in fit condition.”
- (c) “The location in Canada in which he proposes to settle after the war and the amount of money he expects to have at his disposal.”
- (d) “Whether he wishes to take up farming as an occupation; and whether he has ever worked on a farm.”
- (e) “As to his desire to take advantage of any available scheme of assisted agricultural settlement, and if so, the province preferred, and whether, in order to gain experience, he would be willing to do farm work for prevailing wages, if his dependents were provided for.”

#### 4. PENSIONS, PAY AND ALLOWANCES.

*Pensions.*—Speaking generally, the witnesses who gave evidence with regard to pensions had two complaints, namely, inadequacy of amount, and delay in payment. Investigation by your Committee disclosed that most of the delays complained of took place in the early stages before the inauguration of the Pensions Board became complete, and that after its operations became more widely understood the earlier differences were to a great extent removed.

In view of the fact that a new Pensions Bill is to be brought down by the Government at the present session, your Committee does not consider it necessary to deal with the subject in any detail in this report. However, on account of the importance of the matter, your Committee earnestly recommends a careful study by Parliament, the Government and the Pensions Board, of the evidence given before your Committee on the subject of pensions. That evidence is in printed form, and is available for the information of all those interested.

*Pay and Allowances.*—Your Committee deems it proper to point out that the officials of Divisions entrusted with this branch of Army's work had an enormous undertaking beset with numerous difficulties in handling the immense volume of work entailed by the enrolling, mobilizing, recording and paying of over 430,000 soldiers in the capital C.E.F. and Active Militia, to which was added the task of issuing annually over 3,300,000 cheques for separation allowance and assigned pay.

These officials were further handicapped by the fact that the force of clerks had, after the outbreak of the war, to be hurriedly organized, and both the regimental pay-masters and the improvised civilian pay and records staff at Headquarters and elsewhere, had to be drawn in predominating numbers from those who were previously uninstructed in such work, and to a great extent ignorant of military regulations and of the procedure which was necessary to efficiently deal with the various matters which came within the scope of their employment.

It is therefore evident that, from the outset, the Pay and Record offices, have had to operate under many difficulties. The nature of these difficulties will be better understood if a short explanation be given of the different stages of the work performed by both.

While a soldier is in Canada his pay account is kept by the Regimental Paymaster, and the Separation Allowance is issued from Ottawa to his dependents.

On proceeding overseas the soldier's Canadian Pay Account is closed with the exception of his assigned pay, which is turned over by the Regimental Paymaster to the Assigned Pay office at Ottawa for issuance.

On arrival in England, the soldier's Pay Account is placed under the Chief Paymaster, London, and a Ledger Account opened there for him. This is his general Pay Account, and all pay issued to him, or on his behalf, is charged up against him in that Ledger. For this purpose, monthly statements of all assigned pay issued at Ottawa are forwarded to the London Office to be there debited in the proper accounts. The Regimental Paymasters in England and the Cashier in the field in France also send in similar statements, so that wherever the man happens to be, whether in England, at the front in France or Flanders, in hospitals at the Base, or in England, the Paymaster or Cashier paying him money takes his receipt for the same and forwards it to the London Office and at the same time enters the amount in the soldier's personal pay-book. Thus a soldier may be to-day in England, next week in the trenches, a few days after in the Base hospital in France and later on in a hospital in England, and may have obtained some pay in each place. In due course, he is pronounced fit to be sent back to Canada. His account is then made up and with it a last pay certificate, which, with other necessary documents, is given to the officer in charge of troops sailing on the particular transport on which the soldier is returning. His Pay Account is thus closed in London and re-transferred to the Casualty Pay Office, Ottawa. Interest is allowed on the soldier's deferred pay and is credited to his account.

Before leaving England, the soldier's pay-book is called in by the London Pay-Office to be checked with the ledger account there. This pay-book should be returned to him before sailing, and this practice is, your Committee understands, now being followed.

Formerly, the practice of the Chief Paymaster, C.E.F., Overseas, was, when issuing the last pay certificate referred to above, which accompanies the soldier to Canada, to forward instructions to the Assigned Pay and Separation Allowance Branch

at Ottawa, closing the account for assigned pay. In many instances the soldier did not return to Canada until long after this last pay certificate was issued, and sometimes did not return at all. Ottawa stopped the assigned pay in accordance with instructions received from London, and a soldier's dependent had to get along as best he or she could. In many cases the soldier's dependent suffered hardship through non-receipt of this assigned pay.

This practice has now been stopped, and the assigned pay is continued by the Assigned Pay and Separation Allowance Branch at Ottawa until such time as a sailing list actually shows the soldier as having left for Canada. The account is then transferred by the Assigned Pay and Separation Allowance Branch to the Casualty Paymaster, Ottawa, who continues payments until such time as the soldier is discharged.

While our Inquiry deals with the pay and allowances of returned soldiers, the above outline is necessary to make comprehension of the methods followed, and of the care exercised for the pay of these men.

On arrival in Canada, a small amount of cash is given him for expenses en route to his home or to the hospital, as the case may be, and his last pay certificate and other documents are forwarded to the Casualty Paymaster from Ottawa, who makes up his pay account, and forwards it to the Paymaster of the District to which the soldier has gone.

It takes two or three weeks to make up the pay accounts of the soldiers returning by each trip. In making these numerous entries, delays and errors are of course, liable to occur.

At an early stage of the sittings, your Committee invited all discharged and undischarged soldiers to submit to the Committee any existing grievances and as a result, complaints regarding pay and allowances were placed before the Committee, some of these by the soldiers themselves. The cases so brought to the attention of your Committee have been examined individually, and it has been found that many of the complaints were due to the fact that they had never been laid before the proper parties in the Department.

Of the cases not falling within this category, investigation disclosed that there had been considerable exaggeration in some of the complaints.

There have been numerous cases of hardship due to mistakes and unnecessary delays in the matter of the adjustment of pay and allowances of returned soldiers and their families. Evidence of improvement in recent months is, however, apparent.

#### THE WORK OF THE PARLIAMENTARY COMMITTEE.

Your Committee, between the 7th of February and the 13th of July, has held twenty sittings, has examined ninety-six witnesses, and submits herewith in fifteen parts the verbatim report of the evidence, together with a number of statistical statements deemed to be of interest and value.

Sittings of the committee were held in Ottawa, Montreal and Toronto, and the conditions existent in every province of Canada were brought under careful examination and review.

Witnesses representing every important agency throughout the Dominion, working for the care of the returned soldier, also thirty-two delegates of soldiers' organizations were heard at length. No less than eighty individual cases of alleged hardship or injustice were thoroughly investigated. Members of Parliament and others desirous of further studying the evidence will find each of the following matters exhaustively covered.

(1) *The Military Hospitals Commission.*

See evidence of:—

- Col. A. T. Thompson, Chief Medical Officer—Part I.
- Hon. J. S. McLennan, member of M. H. C.—Part II.
- Mr. E. H. Scammell, secretary, M. H. C.—Parts III, VII, XI.
- Lt.-Col. C. F. Smith, Montreal—Part V.
- Dr. F. J. Shepherd, Montreal—Part V.
- Lt.-Col. Mackenzie Forbes, Montreal—Part V.
- Dr. J. R. Byers, Ste. Agathe—Part V.
- Dr. Thos. Walker, St. John, N.B.—Part VI.
- Mr. T. J. LeCras, Artificial Limbs, Toronto—Part VII.
- Mr. W. K. George, Toronto—Part VII.
- Mr. Lloyd Harris, Brantford—Part VII.
- Dr. Capt. C. B. Farrar, alienist, Toronto—Part VII.
- Mr. S. A. Armstrong, director of M. H. C., Ottawa—Part XI.

(2) *Transport of Troops.*

Brigadier-General J. Lyons Biggar—Part I.

(3) *Canadian Army Medical Corps.*

See evidence of:—

- Col. J. L. Potter, A.D.G.M.S.—Parts I, II and III.
- Col. F. W. Marlow, M.D., A.D.M.S., Toronto—Parts III, IV and VIII.
- Lt.-Col. F. S. Patch, M.D., A.D.M.S., Montreal—Part V.
- Capt. H. S. Dunstan Grey, M.D., Montreal—Part VI.
- Major D. D. McTaggart, M.D., Montreal—Part VI.
- Major F. J. Munn, M.D., Toronto—Part VII.
- General G. C. Jones, D.G.M.S., Ottawa—Part XIII.
- General J. T. Fotheringham, D.M.S., Invalids, Ottawa—Part XV.

(4) *Military Hospitals Commission Command.*

See evidence of:—

- Col. Sharples, O.C., M.H.C., Ottawa—Part I.
- Major G. E. Hall, O.C., M.H.C., Montreal—Part VI.
- Major Wilson, O.C., M.H.C., Toronto—Part VII.

(5) *Vocational Training and Re-education.*

See evidence of:—

- Mr. T. B. Kidner, vocational secretary, M.H.C.—Part II.
- Dr. F. H. Sexton, vocational officer, Eastern District—Part VI.
- Mr. W. W. Nicol, vocational officer, Toronto—Part VII.

(6) *Provincial Soldiers' Aid Commissions.*

See Evidence:—

- Mr. E. R. Cameron, Ottawa—Part IV.
- Mr. Chas. Robinson, St. John, N.B.—Part VI.
- Mr. W. B. MacCoy, Halifax, N.S.—Part VI.
- Hon. Geo. A. Simard, Montreal—Part VI.
- Hon. W. D. McPherson, Toronto—Part VIII.
- Hon. G. Howard Ferguson, Crown Lands, Toronto—Part VIII.
- Mr. Albert Pearce, Winnipeg—Part IX.
- Mr. G. Harman Jones, Sec'y. Saskatchewan Comm'n.—Part X.
- Mr. H. S. Stutchbury, Sec'y Alberta Comm'n.—Part X.
- Mr. J. H. Hill, Sec'y. British Columbia Comm'n.—Part X.

*Other Evidence Re Employment of Returned Soldiers.*

Controller J. W. Nelson, Municipal Committee, Ottawa—Part IV.  
 Dr. Adam Shortt, Civil Service Commission, Ottawa—Part IV.  
 Dr. Harrison, Principal Macdonald College—Part V.  
 Mr. P. C. Armstrong, Dominion Bridge Co.,—Part VI.  
 Mayor T. L. Church, Toronto—Part VIII.

(7) *Pensions.*

See Evidence of:—

Lt. J. K. L. Ross, Chairman, Board of Pension Commissioners for Canada—Part II.  
 Major J. L. Todd, Member, Board of Pension Commissioners for Canada—Parts XI and XII.  
 Mrs. J. Williamson Ross, Pensions Officer, Montreal—Part VI.  
 Mr. James M. Crocker, Pensions Officer, Toronto—Part IX.

(8) *Pay and Allowances—Militia Department, Etc.*

See Evidence of:—

Lt.-Col. C. S. MacInnes, Asst. Adjutant-General—Part IV.  
 Mr. R. P. Brown, Asst. Paymaster-General—Part IV.  
 Major-General Wilson, G.O.C. (Montreal Dis.)—Part V.  
 Major-General Logie, G.O.C. (Toronto Dis.)—Part VI.  
 Lt.-Col. J. R. Forbes, Paymaster (Toronto Dis.)—Part IX.  
 Lt. Chadwick, Casualties Paymaster, Toronto—Part IX.  
 Mr. J. W. Borden, Paymaster-General—Part XIII.  
 Major C. M. Ingall, General Auditor, Records Branch—Parts XIII and XIV.  
 Mr. John Fraser, Auditor General—Part XIII.

(9) *Voluntary Organizations Re Care of Returned Soldiers.*

See Evidence of:—

Mrs. Crombie, President Soldiers' Club, Ottawa—Part IV.  
 Mr. A. R. Doble, President, Khaki League, Montreal—Part V.  
 Mrs. E. D. Busteed, Soldiers Wives' League, Montreal—Part V.  
 Mrs. W. Rutherford, Soldiers Wives' League, Westmount—Part V.  
 Mrs. Kuhring, President, Women's Canadian Club, St. John, N.B.—Part VI.  
 Mr. John McRae, Relief Committee, Winnipeg—Part X.  
 Dr. John Brown, Y.M.C.A., Toronto—Part X.

(10) *National Service Board of Canada.*

See Evidence of:—

Mr. Charles W. Peterson, Secretary—Part XIV.

(11) *Returned Soldiers and Great War Veterans Association of Canada (C.E.F.)*

In order that the Parliamentary Committee might be made aware of the views of the returned soldiers themselves and might give full hearing to any criticisms on their part or on their behalf, witnesses were invited to appear representing the Great War Veterans' Association of Canada and every Provincial Returned Soldiers' Organizations existant at that time throughout the Dominion. Their statements will be found in the evidence of the following gentlemen:—

Capt. K. C. MacPherson, Pres't., G.W.V.A., Ottawa—Parts IV, (Special) and XV.  
 Major H. S. Relph, Advisory Counsel, Ottawa—Part IV.

Mr. Joshua Zivian, Can. Ass'n. Ret. Soldiers—Part IV.  
 Trooper V. R. Brown, Montreal Ass'n.—Part V.  
 Major L. P. D. Tilley, New Brunswick Recruiting Officer—Part VI.  
 Dr. J. C. Evans, Kingston Ass'n.—Part VI.  
 Sgt.-Major N. Marion, Montreal Ass'n.—Part VI.  
 Sgt.-Major J. R. Whitton, Toronto Ass'n.—Parts VIII and IX.  
 Mr. W. E. Turley, Toronto Ass'n.—Parts VIII and IX.  
 Mr. A. E. Lowery, Toronto Ass'n.—Parts VIII and IX  
 Mr. L. E. Lowman, Woodstock Ass'n.—Part IX.  
 Mr. A. C. Hay, Winnipeg G.W.V. Ass'n.—Parts IX and Special.  
 Mr. F. W. Law, Manitoba Ass'n, Winnipeg.—Part IX.  
 Mr. G. H. Herbert, Saskatchewan Ass'n.—Part X.  
 Sgt.-Major Guilfoyle, Calgary Ass'n.—Part X.  
 Mr. George Wells, Calgary Ass'n.—Part X.  
 Mr. Harold Hodgson, Calgary Ass'n.—Part X.  
 Mr. W. A. Macdonald, Edmonton Ass'n.—Part X.  
 Mr. Drinnan, British Columbia Ass'n.—Part X.  
 Mr. H. W. Hart, British Columbia Ass'n.—Part X.  
 Mr. N. F. R. Knight, Sec'y., G.W.V. Ass'n. of Canada—Parts XII, Special and XV.  
 Major W. P. Purney, Halifax, G.W.V. Ass'n of Canada—Parts VI and Special.  
 Mr. J. Robinson (D.C.M.), Vancouver Ass'n.—Part Special.  
 Mr. J. J. Shanahan, G.W.V. Ass'n of Canada, Toronto—Part Special.  
 Captain I. Finn, G.W.V.A., Prince Albert—Part Special.  
 Mr. W. Irwin, G.W.V.A., Edmonton—Part Special.  
 Major J. R. Anderson, G.W.V.A., Montreal—Part Special.  
 Col. A. Mignault, Montreal—Part Special.  
 Mr. C. S. Tippett, G.W.V.A., St. John, N.B.—Part Special.  
 Mr. H. E. Stafford, G.W.V.A., Vancouver—Part Special.

#### CONCLUSIONS.

Your Committee thus far has endeavoured to give only a statement of fact and a review of the opinions presented by the witnesses that have appeared before it. It now becomes necessary to try and set forth in condensed form such recommendations as may be desirable for submission to the House.

It must be frankly admitted at the outset that your Committee finds itself in a difficult situation in that on the question of chief importance, namely, as to who shall control the various agencies operating for the care and treatment of the returned soldiers, there is not among its Members unanimity of opinion. Two distinct views have been considered by your Committee:—

(1) That the care and treatment of the returned soldier would be primarily in the hands of the Militia authorities until the time of his actual discharge from the Service.

(2) That the returned soldier on his landing in Canada should be transferred from Military jurisdiction to the care of a special Department of the Government, and that his treatment thenceforth should be along civilian lines.

The first of these contentions, if accepted, carries with the following recommendations:—

(1) That following the example of the French Government, a National Bureau for the discharged soldier should be created by the Government of Canada charged with the duties of: (a) co-ordinating as far as possible the various measures proposed or adopted for the returned and discharged soldiers or the dependents of such as have been killed, or died on service.

(b) Acting as intermediary between these returned and discharged soldiers or their dependents, and the various Governmental and other agencies which are operating for their benefit. (c) Establishment of Branch Bureaux in various centres throughout Canada to act in an advisory capacity and to provide information to returned and discharged soldiers and their dependents. (d) Acting in an advisory capacity, generally, to, and co-operating with the Departments and agencies particularly concerned, and to the Government of Canada and to Provincial Governments, with regard to all proposed measures designed to improve the condition of discharged soldiers and to assist them in re-entering civil life. (e) Supervision of Voluntary Organizations of and on behalf of, returned soldiers.

(2) That the officials of this National Bureau should be, as far as possible, selected from returned officers and men who have served Overseas in the Canadian Expeditionary Force.

This view is favoured by the following members of your Committee: Messrs. McCurdy, Middlebro, and Sutherland.

The alternative is the proposal for the creation of a new Governmental Department, or sub-department, under a Minister of the Crown, directly charged with the oversight of all measures dealing with the returned soldier on and after his arrival in Canada as more fully described on pages ~~11~~ and ~~12~~ of this report. This view is held by the following members of your Committee: Messrs. Ames, Pardee, Bennett, Murphy, Marcil and Ross.

If neither of the above alternatives be acceptable and the *status quo* is maintained, in the opinion of your Committee, the best interests of the returned soldiers will be served by conferring upon one and the same authority full, complete and undivided control over the administration of the hospitals and homes where such soldiers are placed and the employment of the medical and nursing staff of these institutions.

#### FURTHER RECOMMENDATIONS.

On the following recommendations, your Committee is agreed:—

##### 1. CARE AND TREATMENT OF WOUNDED, SICK AND DISABLED MEN:

(a) In view of the alarming evidence as to the prevalence of tuberculosis among enlisted men, and the natural inference that similar, if not worse, conditions obtain amongst the civilian population, your Committee recommends that the Federal Government, and the several Provincial Governments, be urged to take up without delay more effective measures to check the spread of this disease.

(b) In respect of the care and treatment of helplessly insane soldiers, your Committee supports the view that it is in the best interest of the soldier himself, and of his friends, that he be not regarded as belonging to a class apart, but that he be cared for at the expense of the Federal Government in provincial institutions under the same conditions as fellow-citizens similarly afflicted.

(c) Your Committee feels constrained to call the attention of Parliament to the serious condition disclosed by the evidence of the military authorities upon the matter of venereal disease and the danger of spreading syphilitic infection, and recommends that any returning soldier likely to transmit disease of this character be quarantined and confined at the port of arrival in Canada until cured.

(d) That orthopædic institutions be provided at suitable centres throughout Canada in addition to the one located in Toronto. That a sufficient number of disabled returned soldiers be induced to learn and follow the occupation of

manufacturing artificial limbs in these institutions, and that such institutions supply the limbs to disabled soldiers free of cost, and also supply renewals and repairs from time to time at the expense of the State, during the life of such soldier.

#### VOCATIONAL TRAINING.

Your Committee recommends that when a man undergoing convalescent treatment has, during his convalescence, partially completed a course of training, and has, in the opinion of the District Vocational Officer, made such progress as to indicate that it would be to the advantage of himself and the State to complete the course, he may be allowed to continue his course for a period not exceeding two months after he is pronounced medically fit for discharge, subject in each case to the approval of the Military Hospitals Commission, and during this period to remain upon military pay and allowance of his rank.

#### **CO-OPERATION BETWEEN THE FEDERAL AND PROVINCIAL AUTHORITIES TO SECURE EMPLOYMENT FOR RETURNED SOLDIERS.**

**It is further recommended:—**

(A) That the Federal Government should assume the expenses and responsibility of finding employment for the returned soldiers, with such co-operation from the provinces as they are willing and able to give.

(B) That when a civil servant has honourably served in the Canadian Expeditionary Forces overseas, the time which he has spent on active service should be taken into account as though he had been absent on leave, and his grade and standing as a civil servant should be determined accordingly.

(C) That every returned soldier entitled to be placed on the pension list should have it made known to him at the earliest opportunity that the amount of his pension is based on the injury received, without regard to his subsequently acquired earning capacity. This will result in the pensioner's being encouraged to make himself more efficient, physically and economically, knowing that his pension will not be decreased thereby. He will then naturally avail himself of the free and practical vocational training and re-education, and make wiser use of the separation and sustenance allowances now provided by the Government through the Military Hospitals Commission. The object of this is that the returned soldier may, at the earliest possible date, secure suitable employment, and, once more, assist in national production.

(D) That with a view to enabling the disabled soldier to secure employment and of preventing discrimination against him, on the ground that his disability renders him more liable to accidents, the Committee recommends that the Federal Government assume the responsibility, in whole or in part, for insurance, which will place such disabled soldier on a parity with the physically fit, having regard to the pension which he received for his disablement.

(E) Your committee also recommends the establishment and maintenance by the Federal Government at suitable centres throughout the Dominion of general clearing-house bureaux, where information respecting all matters affecting returned soldiers would be given. This should include information respecting pay, separation allowances, pensions, hospital treatment, re-education and vocational training. Such bureaux might also act as federal employment agencies, and should have power to advance transportation expenses to the proposed place of employment and act in conjunction with the various Provincial Aid Committees, War Veterans' Associations, local bodies, heads of municipalities, manufacturers and employers of labour in their district. These should be responsible to the Federal Government for finding such employment.

(F) Your Committee is of the opinion that it is the duty of the State to make all necessary and suitable arrangements for the proper maintenance of returned disabled soldiers and their families, and recommend that legislation be enacted by the Federal Parliament to prevent indiscriminate and unauthorized appeals for funds or other property by private persons or associations on behalf of returned soldiers, so that no appeal for funds, or subscriptions, or any benefits on their behalf should be made, except such as may be authorized by legislation of this Parliament.

#### PAY AND ALLOWANCES.

(a) The soldiers' original pass-book should not be taken from him, or if called in for purposes of verification, should be retruned to him before discharge in order that he may be able to assure himself that his final settlement is just, and that he has received all moneys rightly due him. All such pass-books at present with the Pay Department should be returned.

(b) Three months' bonus pay, which, under Order in Council 1091, directs that a soldier who has been overseas and has been on active service, for at least six months, should receive on discharge pay in diminishing monthly amounts, for example: if \$100 bonus is due him, he should receive \$30 the first month, \$25 the second month, \$20 the third month, \$15 the fourth month and \$10 the fifth month, thus enabling him to gradually return to civil life and employment.

(c) The system of giving clothing on discharge should be altered so as to secure for the man a well-made and properly fitted suit of serviceable civilian clothing, made of standard cloth purchased through the War Purchasing Commission, and the cash grant in lieu thereof should be abolished.

(d) Your Committee recommends that steps be taken to reorganize the separation allowance and assigned pay service and that an immediate endeavour be made to secure new and more commodious quarters where the staff can work under better conditions with a thorough business system installed.

#### LAND SETTLEMENT.

The returned soldiers, especially those from the Western Provinces, evinced much interest in Land Settlement schemes, and several projects on this subject were offered in evidence. Your Committee, however, has not as yet given serious study to questions of this nature, as the Minister of the Interior has already presented a motion for the creation of "The Soldiers' Settlement Board" and much legislation has been passed on this subject by the provinces. (See Appendices to Evidence.)

#### GENERAL RECOMMENDATIONS.

(a) Complaint has been made that a French-speaking soldier landing in Canada has not always been met and examined on debarkation by persons who have knowledge of the French language, and it is recommended that provision be made at Quebec, Halifax and St. John to remove this cause of complaint.

(b) As soon as a definite policy has been adopted by the bodies concerned (The Militia Department, Military Hospitals Commission, Pensions Commissioners, and Soldiers' Aid Associations) for securing the proper return of a soldier to civilian life, a booklet, explaining the procedure in simple language, should be prepared and distributed among the members of the Canadian Expeditionary Force and made available for the general public.

A request was made to your Committee that it should ask the Government to rescind the Order in Council whereby the benefits of the three months' pay is withdrawn from discharged soldiers who return to positions kept open for them in the Civil Service, but your Committee does not deem it advisable to make recommendations to this effect.

Your Committee also recommends that the Preliminary, and this Report and the Minutes of Proceedings and Evidence submitted herewith, together with a suitable Index to be prepared by the Clerk of the Committee, be printed in both languages in blue-book form for distribution, and as an Appendix to the Journals of the House.

All of which is respectfully submitted.

HERBERT B. AMES,

*Chairman.*

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